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AUTHOR Stevenson, Phyllis Fay
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ABSTRACT

A case study was conducted of the Peguis Adult High School program (PAHS), a community-based adult education in a Manitoba First Nation community for repeat dropouts and students who did not fit into regular high school. A literature review of the historical relationship between federal/provincial governments and First Nation communities examined effects of government policy on programming and funding for aboriginal people. During a 3-week probation, 31 selected students attended a study skills workshop, group counseling sessions, and conference on Native Awareness and Traditional Values; 21 were chosen for program admission. PAHS upgraded students' skills to the entry levels postsecondary institutions required. Individualized instruction was emphasized; course content was organized into modules that allowed students to take only those necessary to pursue their occupational goals. Counseling, self-directed job search, and information on career building and resume writing were provided. Five students participated in a post-program interview; four believed course content was only partly relevant to them; three did not believe the program had long-lasting effects on their lives; and all implied a lack of communication between them and instructors. Findings were used to develop a model of an internally controlled employment and training program with four phases: collecting data; compiling data and reporting; planning and development; and implementation, evaluation, and follow up. (Contains 65 references.) (YLB)

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ABORIGINAL EMPLOYMENT & TRAINING PROGRAM DEVELOPMENT - TOWARD AN INTERNALLY CONTROLLED PROCESS

A Thesis Presentation in Partial Fulfillment for
Masters of Education in Administration
Brandon University

by

Phyllis Fay Stevenson

Brandon, Manitoba

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ABSTRACT

For many First Nation leaders, there is an urgent need to develop and implement community-based strategies that address the training and employment needs of aboriginal people within their communities. The focus of this study is an examination of an externally-controlled program designed for aboriginal people in a First Nation community. The study examines the goals and objectives, the mode of delivery, and the results of the program through the use of local archival material, program reports and interviews.

The literature review takes a look at the historical relationship between the Federal/Provincial governments and First Nation communities by examining the effects of government policy on programming and funding for aboriginal people. The review further investigates various models and approaches to employment and training. Findings reveal that one quarter of the Canadian labour force will consist of native youth by the year 2000. Statistics show that, in Manitoba, the current role of First Nation workers as primary sources of skilled labour compares in stark contrast to that of the rest of the province.

Recent contribution agreements between the Canadian government and First Nation groups grant aboriginal communities the authority to design and deliver employment and training programs for their population. This provision allows for a newfound freedom - Freedom for aboriginal people to take control of the reins at the local level, and to develop programs that are paramount to the unique needs of the aboriginal community membership.

Effective community-based strategies are necessary to ensure that First Nation communities are prepared for transitional changes. To achieve success, action and commitment is required by both the Canadian government and First Nation organizations. Recommendations for an action plan for the First Nation under study are included. This strategy could also be implemented in other First Nation communities.

LIST OF ABBREVIATIONS

AFFA	Aboriginal Flexible Funding Arrangement
AMC	Assembly of Manitoba Chiefs
BUNTEP	Brandon University Northern Teacher Education Program
CEC	Canada Employment Centre
CEIC	Canada Employment and Immigration Commission
Canada Manpower	Canada Manpower Centre
COPS	Canadian Occupational Projection System
DIAND	Department of Indian Affairs and Northern Development
Canada	Government of Canada
HRD	Human Resource Department
HRDC	Human Resources and Development Canada
INAC	Indian and Northern Affairs Canada
LMI	Labour Market Information
the "Commission"	Northern Manitoba Economic Development Commission
OSTP	Occupational Skills Training Program

PAHS	Peguis Adult High School
the "Board"	Peguis School Board
RRCC	Red River Community College
RAMB	Regional Area Management Board
RCAP	Royal Commission on Aboriginal Peoples
SND	Service Needs Determination
WAMB	Winnipeg Aboriginal Management Board

Researcher's Note: The terms "First Nation", "Native", and "Aboriginal" are used interchangeably throughout this paper.

BACKGROUND INFORMATION

Assimilation - An Historic Trademark

In Canada and across North America, the voices of traditional storytellers echoing through generations of elders, reaffirm the significance of language, culture, and tradition to the aboriginal people. Over the years, storytellers' voices grew loud and angry as various governmental policies of assimilation were imposed on their traditional way of life. These policies have become a trademark of the federal government's intention - to blend the aboriginal people into mainstream society through education and child-rearing practices and thus, to gain ultimate control of the aboriginal peoples.

The "peace policy" of 1869 was the first of numerous policies established in the United States by the federal government following the Civil War. (Grant and Gillespie, 1993). Grant and Gillespie further noted that this policy allowed for the "establishment of mission schools on Indian reservations" across the United States. (p.2). These schools supported the norms and values of the white majority culture and set a precedent for future policies enacted in Canada.

The mission schools were established in Canada in the early 1870's. They

were later replaced by residential schools where, in the 1940's, the federal government outlined rules and regulations of a structured system designed to condition, strengthen, and discipline the minds of the aboriginal people in Canada. Many young aboriginal children were removed from the security of their homes and families and placed in a foreign environment. Under an authoritarian structure, school policies not only controlled the use of language, but impacted on the very livelihood of the aboriginal people through the process of cultural assimilation. Grant and Gillespie (1993) stated that "Indian children were immersed in the culture of the dominant society, educated in its language and values" and "teachers were authoritative figures" that had "the power of life or death over Native cultures and languages." (p.2). Such historic events mirrored the colonial period when it was believed that aboriginal people were uncivilized; and that they had to become acculturated because they could not survive as an independent nation.

These policies of domination and assimilation have taken their toll on the aboriginal presence in this country. The aboriginal nation has become plagued with poverty, ill health, and social and cultural disorientation. Effects such as these, over a long period of time, have caused strong dissension between the

provincial and federal governments, and aboriginal groups and organizations. The Institute of Intergovernmental Relations at Queen's University (1992) stated that many First Nation communities in Canada have begun working toward jurisdictional control over policy development in one form or another. (p.1). Further, the Royal Commission on Aboriginal Peoples: Toward Reconciliation (1994) indicated that there is a need for both aboriginal and non-aboriginal cultures to re-examine their conventional methods, materials, and attitudes in order to offer more appropriate programs and services to the aboriginal people.

At present, there are approximately forty-four contribution agreements being negotiated between various levels of government and First Nation groups in Canada. In Manitoba, the Aboriginal Flexible Funding Arrangement (AFFA) allows Manitoba First Nations to manage employment and training programs and services, which were previously the responsibility of Human Resources Development Canada. Boyd (1997) stated that the AFFA agreement is seen as a prelude for the transfer of the jurisdiction of all employment and training services and programs to the First Nations. (p.2). He further noted that the AFFA is only one part of the total devolution process for aboriginals and it is an "exciting rebirth of community decision-making." (p.9).

Although primary control of programs and services is a much preferred course of action for the aboriginal peoples, the jurisdictional transfer of various programs and services will be a gradual, implementation process. It will mean a period of learning and relearning for the aboriginal nation. In the future, governmental policies that even hint at the idea of assimilation may destroy the opportunities for reconciliation and would only serve to impede progress for both sides.

CHAPTER 1 - RESEARCH METHODOLOGY

1.0 INTRODUCTION

The Peguis First Nation community is one of sixty-two aboriginal communities in the province of Manitoba. It is located in the Interlake area, 170 kilometers north of Winnipeg, the capital city of Manitoba. With a land base of 75,096 acres and a total population of 6,575 members, Peguis is the largest aboriginal community in Manitoba. The leaders of this community believe in creating a solid economic base for the community, which means being actively involved in the pursuit of greater economic development and employment and training initiatives. However, due to both provincial and federal government constraints, the community of Peguis is still sometimes limited in its efforts.

At the time of Confederation, the Canadian Constitution Act (1867) gave the federal government legislative authority over all Indians and lands reserved for Indians. The Indian Act, established shortly afterwards in 1876, legally defined the word "Indian" by making those who were registered as Indians, legal wards of the state. (Indian Act: Office Consolidation, 1985). Until the creation of the Department of Indian Affairs and Northern Development

(D.I.A.N.D.) in 1966, the responsibility for Indian Affairs fell under various provincial and federal government bodies. (Indian and Northern Affairs Canada, March, 1997).

The D.I.A.N.D. was created as a result of the Government Organization Act. From its inception, the D.I.A.N.D. functioned as a highly decentralized organization which responded to the needs of a culturally, economically and geographically diverse clientele. Its current administration fulfills the lawful obligations of the federal government to Aboriginal peoples as outlined in the treaties signed between Canada and the various Indian bands across Canada. The Department is responsible for funding the delivery of basic services such as education, health, social assistance, housing, and community infrastructure to First Nation and Inuit communities. Like other aboriginal communities across Canada, Peguis falls under the authority of the federal government, through the D.I.A.N.D., for programs, services, and funding.

Throughout the years, many aboriginal leaders, including the Chief of the Peguis First Nation, have found themselves in contention with various provincial and federal governments in their attempt to resolve issues of

funding and jurisdictional control of basic services. These issues were addressed in various ways by the federal government, but over the years, there has been a growing commitment to change policy and action towards a more productive relationship with the First Nation people in Canada.

More recently, in the Red Book document: Creating Opportunity: The Liberal Plan for Canada (1993), the Federal Liberal Agent stated that the Liberal government will be committed to the construction of a new partnership with aboriginal peoples that is based on trust, mutual respect, and participation in regards to the process of decision-making. This statement clearly identifies with the number of significant developments that have taken place in the past with respect to relations between the First Nations and the Federal Government, and may have formed a basis for future developments.

In April of 1994, the Government of Canada signed a Framework Agreement with the Assembly of Manitoba Chiefs, establishing a formal, binding process for the purpose of dismantling the regional office of the D.I.A.N.D. and for acknowledging the rights of the First Nations. The process for jurisdictional transfer of services, resources, and funds by the

federal government is currently being developed. This jurisdictional transfer will address one of the foremost concerns of the aboriginal people - to provide wider opportunities for autonomy within the aboriginal community.

In August 1995, the D.I.A.N.D. announced to the aboriginal groups across Canada, a policy for negotiating the implementation of the inherent right of Aboriginal self-government. (I.N.A.C., Aboriginal Agenda - Renewing the Partnership, 1997, p.1). To date, approximately eighty negotiating tables are underway which represent almost half of the First Nation and Inuit communities in Canada. Aboriginal structures, such as the Assembly of Manitoba Chiefs (AMC), are now being given the authority to resolve many of their own fundamental issues through negotiations directly with federal government departments and other organizations.

A recent federal transaction in Manitoba took place in April, 1996, when the AMC signed a contribution agreement with the federal government, the Aboriginal Flexible Funding Agreement (AFFA), to deliver employment and training programs for all sixty-two First Nation communities in Manitoba. (Boyd, 1997). As a result, a Regional Area Management Board (RAMB)

was created, and received within its mandate from the AMC, the authority to develop and implement labour market development programs. (AMC, 1997, p.2). This aboriginal board, comprised of twenty two Local Area Management Board (LAMB) members, was further mandated to assist all Manitoba First Nation people in preparing for, obtaining, and maintaining employment. The underlying purpose of this relatively new process, in promoting and addressing the needs of all Manitoba First Nations, was to support the principle of grassroots and local decision- making.

1.01 Description of the Situation

The leaders of the Peguis First Nation realize that to ensure success in a new and challenging system, long-term planning is critical in areas such as, education, economic development, and employment and training. Since 1981, community leaders in these areas have assumed a cooperative approach to community development.

More recently, the band administration and the Local Area Management Board, responsible for employment and training, conducted a comprehensive review of human resources in the community. The purpose of this review

was to provide direction for a community-based framework of operations, which will ultimately influence the design of all locally developed employment and training initiatives.

This effort includes the establishment of a local Human Resource Department (HRD) for the purpose of promoting, planning, and developing the community's human resources and labour market base. Employment and training services are to be coordinated through this local human resource department, including adult education. In order to plan for a more productive and successfully independent community, the HRD has undertaken various forms of research which includes; conducting a human and physical resource inventory, completing a community profile, and evaluating past programs and projects for their effectiveness and relevance to local needs. The completed research will aid and guide the community to develop a more sustainable economy by linking training and employment programs that complement the needs of the Peguis First Nation community.

1.02 Research Aim

The aim of this research is to provide data that could be utilized by Peguis

First Nation, and other First Nation communities, in their efforts to develop an effective local employment and training plan. It is the researcher's goal to develop clear recommendations which could be used in developing and monitoring aboriginal employment and/or training programs in an aboriginal community. Such recommendations would result from studying strengths and weaknesses of past programs, as well as by utilizing findings from the literature to reflect a bottom-up as opposed to a top-down approach. The overall intent is to research the past, assess the present, and utilize the information gathered to devise a long term plan that is suited to the interest and needs of the Peguis community.

1.1 RESEARCH METHODOLOGY

This research involves a case study of the Peguis Adult High School program (PAHS), an adult education program designed and delivered by the provincial and federal government from 1980-1981 for the members of the Peguis community.

The method of research employed in this case study will be qualitative

in nature. The program will be described, and an attempt will be made to indicate whether the program was useful and relevant to the participants and the community at the time of delivery. The strengths and weaknesses of this externally-controlled program will also be identified.

The inquiry will include material taken from the local archives, anecdotal notes, reports, records, the PAHS program evaluation, an examination of programs and policies relevant to the program, and an interview with program participants. The analysis will be based on historical data on the local program, data on program-related sources, and empirical data on the community.

Throughout this research, the case study will explore three main areas:

1. Goals and Objectives

   (a) Who initiated the PAHS program?

   (b) What were the goals of the program and who established them?

2. Mode of Delivery

   (a) What materials and resources were utilized?

   (b) What method(s) of communication were used?

(c) What type of evaluation was conducted?

3. Results

(a) What internal and/or external policies were adhered to in the development and delivery of the program?

(b) How many students completed the program?

(c) What follow-up procedures were in place and implemented?

The findings of this study will provide the local human resource department with direction for new employment and training initiatives.

1.2 ASSUMPTIONS AND LIMITATIONS

It was assumed that there would be access to the local archival information and that enough relevant data concerning the PAHS program could be collected to accurately describe the program. Also, that the information collected from the participants in the program would reflect their perceptions of Peguis and might not be associated with other community cases.

CHAPTER 2 - LITERATURE REVIEW

2.0 INTRODUCTION

The field of adult education has proceeded through numerous stages of development over the past few decades. Teaching methods, materials, and approaches to teaching have taken various forms over the years. While different perspectives and visions have accompanied the various programs, the emphasis on diversity has ultimately remained constant. Current discussions surrounding change tend to focus on key questions such as how educators can attract more diverse populations to their program and how educators can reduce attrition levels. Attempts to address these questions have led to changes which have helped to make some programs more effective.

In her article, Rose (1995) stated that writers on cultural pluralism in adult education concentrated on the importance of developing one's "sense of ethnic heritage" and that "to be American meant not abandoning one's native culture, but rather fostering this culture and nurturing respect for

diversity within the national psyche." (p.5). Today, much of the writing still concentrates on specific suggestions for improvement, such as adding more support services or changing the curriculum so that all cultural groups are represented. Although most adult education changes are well-intended, it appears that they have not gone far enough to respond to the needs of the aboriginal people and other minorities across Canada.

Ironside (1995) declares that we need to "build on yesterday and plan for tomorrow, respond to opportunity and accomplish goals, work with good humor as well as dedication, find balance in our program initiatives, collaborate with others, share ideas and concerns with our members, practice with perspective, seek practical visions, and create visionary practice." (p.4). There are, indeed, many adult educators who possess the skills to carry on effective programs, but most programs are geared for the majority society and are not necessarily reflective of other cultures.

2.1 TRADITIONAL APPROACH TO EDUCATION

In a multicultural world, it is no wonder that the terms culture and

tradition are often lumped together in referring to ethnic groups. In their book Joining the Circle, Grant and Gillespie (1993) stated that in the American public school system, each school has its own subculture which "can be observed in its dress code, rules for behavior, language, grades, attitudes, and even diet." (p.1). These various subcultures highly reflect the norm present within the dominant, middle-class society, and which are found in numerous forms in post-secondary programs, including adult education.

For centuries, the methods, settings, and curriculum materials used to educate aboriginal people were founded in the majority, non-aboriginal subculture. Grant and Gillespie (1993) acknowledge that literature on native people, found in America's schools, colleges, and universities, imply negative recognition, and that books tend to portray stories of a people who were uncivilized, barbarous "savages" as opposed to describing a people with deep spiritual beliefs and strong cultural ties to the land. (p.4). Much of the curriculum in secondary schools overlooks the many contributions made by aboriginal people to mainstream society.

However, the problem lies not only in curriculum and materials, but also

in the attitudes and mind-set of the adult educators. In many native communities, most non-native adult educators and teachers choose to remain within their own groups, not venturing out into the community to learn more about the students they teach. Some educators are simply ignorant of the importance of culture to the aboriginal peoples and others are unconsciously biased. Too often they utilize curriculum, teaching methods, and strategies of the dominant culture to get students to conform to the program, rather than striving to adjust the curriculum to conform to the student. (Grant and Gillespie, 1993). Unfortunately, native teachers who have been educated at the college or university level sometimes adopt the attitudes, values and beliefs which prevail in these institutions. For various reasons, they may conform to the belief that they will be successful if they become like the majority society. For most aboriginal people, however, "culture is not something that is discarded at the city limits." (RCAP, 1996, p.117).

Educators have repeatedly attempted to teach Natives according to the same methods by which they were taught - an exercise that has resulted in repeated failure. (Grant and Gillespie, 1993). This approach has indirectly

implied that native persons are indistinguishable from other minorities and that they should adopt the ways of the majority society because they are no different from the rest of society. However, the disastrous results of this approach, evident in today's aboriginal communities, should provide justification for the need of a thorough review of programs, curricula, content, strategies, and materials used in teaching native students.

Educators need to first become aware of the damage that has been done to the aboriginal people through ignorance. They need to understand that negative effects can be produced quite simply through the transfer of information and through teaching methods. Further, educators need to become aware of euphemistic attitudes in the workplace and then work to alleviate them. Grant and Gillespie (1993) declared that "the fallacy of assimilationist education is not inherent in the race of the messenger, but in the message itself." (p.5).

If aboriginal people are ever to succeed in their communities and in mainstream society, the types of messages they receive must change. Government policymakers and non-aboriginal educators who have governed

the aboriginal people for so long need to pay close attention to the people they serve, observe closely what is happening, and listen to them with genuine interest. Policies such as the Education Assistance Policy of 1970 were developed to include aboriginal people, but did not cater to their needs and best interests.

2.2 GOVERNMENT LEGISLATION

2.2.1 Educational Assistance Policy

The Educational Assistance Policy paper and guidelines were developed in April 1970 by the Regional Director General of Indian and Inuit Affairs in Ottawa, Ontario. The policy provided for financial assistance to Indian students who were members of reserves, but living elsewhere for educational purposes. Students were entitled to benefits such as room and board, tuition, books and supplies, transportation and incidental personal expenses. (Indian and Inuit Affairs, Educational Assistance Policy, 1970).

This policy was revised in October 1970 and certain categories of financial assistance were extended to include aboriginal treaty students who were permanently living off-reserve. However, implementation of the policy

revisions was discretionary and benefits were granted only on the merits of student applications and the Indian Affairs funds that were available. Legal advice was not sought prior to the establishment of the policy and, when funds became limited, the regional department responded to requests with fewer grants. (I.N.A.C., Revised Educational Assistance Policy, 1971).

In August 1982, the Educational Assistance Policy was once again revised to exclude off-reserve students. (I.N.A.C., Employment Circular; Revised Policies and Procedures, 1982). The D.I.A.N.D. claimed, on the basis of legal advice, that provision of such assistance was beyond the authority of the Department because the Indian Act clearly excluded elementary and secondary students, who do not live on reserves or Crown lands, from receiving these services. Consequently, all aboriginal Education Boards were contacted and the federal government funding for assistance to off-reserve students was discontinued. The revisions stated that the termination of funding for assistance and benefits would not affect those students who were reserve residents living away from the reserve for educational purposes. This meant that students who attended provincial schools, and those who

were enrolled in any form of occupational training off-reserve, were not disqualified from receiving assistance. The Indian & Northern Affairs document, Employment Circular (1982), confirmed that services to Indians living off Indian reserves were a provincial responsibility and that status Indians living off reserves were subject to local and provincial taxes, as was the case with other provincial residents.

The termination of the policy affected 6,300 off-reserve students nationally. It had a special impact on approximately 400 children living in Alberta and Saskatchewan, who, for social reasons, could not live with their families and were placed by the DIAND in off-reserve foster homes. (I.N.A.C., Employment Circular, 1982). The Education Directorate (1982) indicated that, in view of D.I.A.N.D.'s limited knowledge about the legalities of this matter, there appeared to be no other alternative but to support the termination of the policy. Although this oversight by the D.I.A.N.D. had a significant impact on the aboriginal population, other federal legislation such as the National Training Act (1992) was passed whereby aboriginal people would be included.

2.2.2 The National Training Act

Bill C-115, otherwise known as The National Training Act, was passed by The House Of Commons on June 22, 1982, to establish a national program for occupational training. (The House of Commons, 1982). The purpose of the program was to provide occupational training for the labour force, to better meet the need for skills required in a changing economy, and to increase the earning and employment potential of individual workers. The National Training Act defined the conditions under which the Canada Employment and Immigration Commission (entitled the "CEIC") would operate. The CEIC was given authority to declare any occupation to be an occupation of national importance.

The National Training Act outlined the necessary conditions for the enrollment of an adult into a training program, the financial assistance provided, and the terms under which the CEIC may enter into an agreement. The Act stated that an adult would qualify for a program if he/she had not attended school on a regular basis for one year as an adult. It also stated that the course must be suited to the needs of the adult with the potential to

increase his/her earnings and employment possibilities. (I.N.A.C., Skills: The New National Training Act, 1983).

The CEIC was allowed to pay a training allowance to any adult who was being trained in a course, and whose enrollment was arranged by a CEIC officer, or to any adult who was a registered apprentice under the conditions laid out in the agreement. The National Training Act also allowed for the CEIC to enter into agreements with the "government of a province" and to compensate the province for any course costs incurred if the course was delivered by or on behalf of the province. (The House of Commons, Bill C-115, 1982, p.3).

In December, 1982, the policies and procedures of the National Training Act were revised. One revision that involved aboriginal people provided for a prolonged period where courses were designed for special groups such as women, Natives, and the handicapped, so they could develop their skill level to that required in the local labour market. (Employment and Immigration Canada, Revised Policies and Procedures, Circular No. 4, 1982). Reasons for the extended period were that these special groups encounter employment

barriers and that additional coaching and learning time was required to master the basics, particularly at the start of the training program.

In March, 1983, the First Nation Councils in Manitoba received approval to implement the Occupational Skills Training Program (OSTP) in keeping with the goals of the National Training Act. The D.I.A.N.D. Occupational Skills Training Program offered "intended skills training, basic job readiness training, and special occupational skills training" with funding for allowances for travel, tuition, books, and living costs. (I.N.A.C., Occupational Skills Training Policy Addendum: Manitoba Region, 1983/84, Appendix A).

It was a tremendous breakthrough for the aboriginal population. The Occupational Skills Training policy addendum permitted non-profit aboriginal groups and organizations to enter into training agreements with the federal government. These training agreements were based on the requirement that the participants of training programs had to be registered Canadian Indians and Inuit residents of Canada. In addition, a prerequisite to the training agreements was that Canada Employment and Immigration or any other sponsoring agency were not able to deliver the required services.

Further, the terms and conditions of the agreements stated that the administration of this program was subject to federal government policies, standards, requirements and controls. (Indian & Northern Affairs; Skills: The New National Training Act, 1983).

Emphasis on policy development continued to grow when analysts, both in Canada and abroad, indicated that sound economic policies and job creation were central to strong, sustainable economic growth and development. To create these jobs, other policies such as the Jobs Creation Policy were then instituted.

2.2.3 Job Creation Policy

The Government of Canada Jobs Creation Program was established in 1983. The primary goal of the program was to deal with unemployment caused by economic recession and a rapidly changing labour market. If successful, the Job Creation program would result in new opportunities and expansion for private businesses and industry. For thousands of working men and women of all ages and backgrounds, it would mean jobs which had eluded them for too long; and for the country itself, it would mean a

revitalized economy that would lead to greater stability, productivity and national confidence. (Employment and Immigration; Government of Canada Job Creations Program, 1983).

A comprehensive strategy was formed with two main objectives:

(1) To create employment for those in immediate need and

(2) To train a workforce that would be ready to meet the challenges of a new age in technology.

This strategy led to the development of programs such as Canada Works, Lead, Career-Access, and Job Corps. These programs had special relevance for particular groups of unemployed Canadians, targeting those who did not normally benefit from other established programs and services. These groups included, women, youth, the employment disadvantaged, and the aboriginal people.

The Employment and Immigration Canada paper, Notes from the Speakers Kit Dealing with Employment Problems of Native People (1983) stated that "because of changing economic and social conditions nationally, it has become increasingly difficult for natives to earn any kind of a decent

living according to their age-old traditions and cultures, at home among their own people." (p.2). Further, the Employment and Immigration Canada: Jobs Creation (1983) document indicated that Native Canadians run into problems when they look for work in a strange and highly competitive environment, because they often lack the work experience, skills and abilities to get a job. In addition, they experience deep culture shock. The newly created programs were, therefore, intended to benefit the aboriginal population by alleviating the employment-related problems. However, since this took place only in urban areas, the policy did not relate to or even consider the employment-related problems in rural aboriginal communities.

In addition to the Jobs Creation program, new research was being conducted at the Human Resource and Development Canada office for the development and distribution of labour market information.

2.3 CANADIAN LABOUR MARKET

In 1990, Human Resources and Development Canada (HRDC) had their mandate renewed and it included the development of the local Labour

Market Information (LMI) service for Canada. (Government of Canada; Working Solutions, 1993).

This LMI service was to include the following six components: identification of user needs, description of core packages/products, systems support, clarification of roles and responsibilities, training, and an implementation strategy. Efforts at both the regional and national levels resulted in the implementation of most of the components of the service.

In response to an increasing demand for labour market information at the local level, a network of LMI Analysts in Canada Employment Centres (CEC's) across the country was developed. The LMI provided the CEC with the means to plan labour market interventions, which could also be applied to the programs and services within HRDC. (Government of Canada; Application of LMI, 1997).

2.3.1 A Universal Service For Workers, Clients, Partners, & Communities

The LMI is one of the very few CEC services that is available to all areas and regions, and provides a new opportunity for labour market information

gathering and sharing. The local LMI service can provide information on local labour demand and supply, while initiatives such as the National Sector Study Program and the Canadian Occupational Projection System (COPS) can complement the local information.

The labour market analysis is conducted by most CEC's to meet the needs of their clients. Problems arise when a client is interested in employment in a geographic area that is different from the immediate CEC because the Local Labour Force Development Board areas, the Community Futures Committee Board areas, and the Aboriginal Management Board areas rarely fit CEC boundaries. (Government of Canada; Application of LMI, 1997, p.5).

Further difficulties arise because Canada's mobile workforce consistently requires information on potential job opportunities across the country and employers often require labour supply and wage rate information for a wide range of communities.

2.3.2 Program and Service Delivery

When evaluating needs of the *clients*, the Service Needs Determination

(SND) officer takes into account the labour market conditions to determine appropriate service interventions. The SND officer assessed employer lists, job opportunities, major projects, occupational profiles, and general reports on growth and trends within a specified geographic boundary. However, the aboriginal clients served were mainly those residing in the urban areas. Clients in rural aboriginal communities were served by CEC outreach officers who had limited information about the community. This was so because these communities were not included in the labour market assessment which had been conducted.

When assessing the needs of the *employers*, the SND officer surveyed current labour market conditions and informed the employers about wage rate information, occupational profiles, working hours and conditions, supply and demand of workforce, and a list of referral agencies. These assessments were then used to compile employee and employer lists that served to better identify adjustment problems, and ensured employer's job orders were in line with prevailing labour market conditions. These lists did not include information on aboriginal communities. The Government of Canada stated

in Working Solutions (1993), that "the client needs objective information on his or her potential employment prospects following training in order to make an informed choice." (p. 17). It further established that the employment counsellor's role was to ensure that the client was motivated, had the incentive to learn, and that the course chosen would meet the client's employment objectives and the labour market requirements. In considering the increasing pressures on training funds, it was essential that training purchases reflected priorities identified through the CECs. For on-reserve aboriginals, this service was irrelevant since they were not included in the labour market analysis. The level of success for urban aboriginal people using this system was also limited. This was due to preconceived notions held by employers, about aboriginal employee work-related habits, and to the limited skills of many aboriginal people. Therefore, the labour market services were not beneficial and it was becoming quite clear that the aboriginal people required change and involvement in a system if it was going to be designed to include them.

2.3.3 Partnerships and Agreements

Over the years, the Canadian government's course of action on policy development has been evolving from paternalistic policies of domination to those of action-oriented research and partnership relationships. The main purpose for changes to policy development and implementation was to come up with proposed solutions to the many complex issues that aboriginal peoples face.

Two more recent initiatives brought about by the federal government were the Royal Commission on Aboriginal Peoples (RCAP, 1994) and the Northern Manitoba Economic Development Commission (the Commission, 1993). The RCAP was established in 1994, when four aboriginal and three non-aboriginal commissioners were appointed to investigate the issues and concerns of the aboriginal people and to report their findings to the federal government. The main focus in the consultation process was; "What are the foundations of a fair and honorable relationship between the aboriginal and non-aboriginal people of Canada?" (RCAP, 1994).

In the area of education and training, the RCAP states that activities of

self-government, healing, community infrastructure, and commercial enterprise will need many more trained people than are now available. It was proposed that a ten year initiative be developed to overcome education and training deficits by involving private companies, training institutions, and governments in programs to encourage aboriginal people to develop skills in a full range of technical, commercial and professional fields. The RCAP declares that "aboriginal peoples must have the tools to escape from the poverty that cripples them as individuals and as nations." (RCAP; People to People, Nation to Nation, 1996, p.135). It further indicates that aboriginal people are more likely to be unemployed because they lack employable skills, and those who are employed are also likely to receive lower wages. Because they earn lower wages, they have a substantially lower standard of living when compared to other Canadians. This demonstrates a rippling effect; when aboriginal people produce less, they ultimately contribute less to the economy, and therefore, to the wealth of the nation. (Appendix A).

The Northern Manitoba Economic Development Commission was established in October of 1991 for the purpose of developing a "sustainable

Economic Development Plan for Northern Manitoba for the 1990's." (Northern Manitoba Economic Development Commission; A Plan for Action, 1993, p.13). The Minister of Northern Affairs requested the Commission to prepare a plan of action that would identify long-term economic development goals, and education and training needs of northern residents, including First Nations peoples. The Commission focused on identifying the training needs and relevance to Native peoples' participation in economic and social development initiatives. The Commission held hearings or regional workshops in their public consultation process and heard from over 700 people who represented northern interests. (Appendix B).

In the Northern Manitoba Benchmark Report (1992), the Commission identified a significant demand for adult education in the northern aboriginal communities. Community-based adult education programs were extremely limited, even while community-based post-secondary education was becoming more accessible. A recommended plan for action with objectives and activities was forwarded to the Minister of Northern Affairs and the participants of the report. (Northern Manitoba Economic Development

Commission: A Plan For Action, 1993).

More recently, the Canada-Manitoba Agreement on Labour Market Development between the Government of Canada (Canada) and the Government of Manitoba (1996) gave "the highest priority" to the integration of the unemployed into the workforce. The agreement recognized the need for a commitment to provide high quality, efficient labour market development programs and services to all people of Manitoba. In regards to aboriginal people specifically, it stated that "both Canada and Manitoba recognize the unique labour market development challenges of urban aboriginal peoples and are committed to work towards new partnerships to address the labour market development issues of urban Aboriginal peoples." (p.1). One outstanding clause within the Canada-Manitoba agreement allowed for the AMC to enter into agreements with the Canadian government.

A contribution agreement for the Aboriginal Flexible Funding Arrangement (AFFA) was signed between the Minister of Human Resources Development on behalf of the Canadian government, the Assembly of

Manitoba Chiefs (AMC) and the Manitoba First Nations Regional Area Management Board (RAMB) to develop and deliver training and employment for First Nation people in Manitoba. (Assembly of Manitoba Chiefs and Canada, Contribution Agreement for Aboriginal Flexible Funding Arrangement, 1997). Through a certified AMC resolution, the RAMB received the mandate from the AMC to develop and implement labour market development programs that would enable Manitoba First Nation people to prepare for, secure and maintain employment.

Boyd (1996) stated that this agreement is part of a transitional phase, one that will be affected by other provincial and federal legislative changes. This transition will occur by expanding the scope of employment and training programs and services, and by emphasizing the development of human resources.

2.4 QUALITIES Of ADULT EDUCATION PROGRAMS

2.4.1 Introduction

To prepare individuals for the workforce of the year 2000, the adult population will require continual quality adult education programming. In

their article, Howe, et al., (1994) declared that the rapid changes occurring in organizations and society are driving a need for continuous learning. Society, as a whole, also needs to develop positive attitudes about the changes that are required in order to develop highly skilled, competent adults. These changes, along with required continuous learning, will demand both well-developed adult education programs and well-informed adult educators.

The public sometimes refers to adult education as a "stepchild" within the family of education. As in a family, adult educators, administrators, facilitators, program planners, and users of the system have to support adult education, lifelong learning, and employment related training for the benefit of our future. There is nothing more invigorating than discovering the potential and learning needs of all citizens and establishing seamless infrastructures that support learning for all to utilize throughout life. A community can energize various sectors to cooperate in the stimulation of learning for all, and to make optimum use of human and physical resources. Efforts to build and maintain adult education programs within a community can be enhanced in a number of ways such as, partnership relationships

which can intensify efforts in the structuring of lifelong learning programs.

2.4.2 Partnering For Progression

While funding for education continues to decrease, the need for adult education programming continues to increase, placing enormous stress on those organizations and agencies that are responsible for delivering such programs. As a result, an increasing number of organizations are turning to partnerships when dealing with funding and delivery services.

Partnerships are sometimes restricted by regulations within both the private and public funding sectors. Mansoor (1994) states that there is no magic formula for creating a workplace partnership, and that partnerships must be formed and maintained by goal-minded people who have a common vision - people who are willing to share responsibility for meeting the education needs of the community.

Depending on the need, the situation, and the environment, the partnership model can vary in complexity. Mansoor further states that it is important to consider the process of partnership development. Whatever model is used, it is very important to keep a focus on the future. (Refer to Figure 1).

Figure 1. Successful partnerships are sometimes difficult to establish and require special skills and knowledge to maintain. Good partnerships typically involve each of the five phases and steps towards a cooperative action plan.

Phases	Action Plan
(1) Needs Assessment	Identify the problems in the community. What's not working and why?
(2) Common Mission	Build a community vision. What do we want to achieve and how can we achieve it?
(3) Program Design	Establish a commitment to shared responsibility. What can we do individually and together?
(4) Resources/Materials	Identify available resources. What materials, resources, and funding could be acquired?
(5) Implement, Evaluate, & Maintain	Coordinate all actions toward a common goal. Are communication lines and responsibilities clearly articulated?

Source: Adapted from Mansoor, I., Partnering For Progress, 1994, p. 23-24.

2.4.3 A Focus On The Future

In today's world, the advancement of technological growth and change have made the future far from predictable. A growing number of researchers believe that the past holds the key to the future. Sandmann (1993) believes that education risks losing its capacity to improve the lives of people and ponders whether adult and community educators have chosen the easy route of being "merely information givers rather than skill developers." (p.19). She believes that adult educators and community planners can be guides to an improved future for communities, but they must deal with five key challenges as shown in Figure 2.

Figure 2. In some forms, education is losing its capacity to improve the lives of people. The following five key challenges can change the direction of education and provide for program stability and continuity.

Challenge 1 Problems will be solved in the future, not in the past	Knowing what the future will bring can mean the difference between success and failure. Ask "What did we last do?" to avoid repeat mistakes
Challenge 2 Education in the future depends on estimates of the future needs and an analysis of trends	Inquiring about the future will broaden the adult educator's repertoire of "futuring" strategies allowing a better match between the past & future
Challenge 3 Futuring techniques are suited to differing people in differing communities	Create a vision of the future and develop an unstructured 20 year program that can be achieved by a series of short-term projects
Challenge 4 Encourage and guide the idea of holistic futuring efforts in community organizations	Holistic futuring attempts are more successful with complete groups. Approaches need to consider all the interactivities of the people and organizations
Challenge 5 Serve as role models of the future and practice what we preach	Working "with the future" requires constant interaction with other people in organizations & modeling of future-oriented behavior

Source. Adapted from Sandmann, L., Guiding Communities to an Improved Future, 1993, p.19-22.

2.4.4 Organized Public Relations

Trying to figure out how to draw vocational-technical students into adult education and community planning programs is considered quite a problem for many instructors or adult educators. An organized, well-structured public relations program can help to reduce stress by assisting educators in identifying what needs to be accomplished. Murray (1994) asserted that, adult educators need to plan effectively in order to: identify target groups and goals, analyze strengths and weaknesses, outline strategies, develop records, and determine the availability of funds. (p.25). Once the above has been completed, an evaluation would be required before proceeding.

A final step to planning may be to review what other adult learning centres do to set up their projects. For example, aboriginal communities may want to review a project such as the Kiskinomawin Concept.

2.4.5 The Kiskinomawin Concept

Kiskinomawin is an aboriginal employment and training project that was established by the Winnipeg Aboriginal Management Board (WAMB), the Winnipeg Foundation, and Human Resources Development Canada in early

1997. Kiskinomawin began with a dream to build an educational and training bridge for urban aboriginal people by moving them from unemployment and poverty to long-term employment and an overall better life.

Kiskinomawin ("teach me" in the Cree language), was originally developed to "plan, design, deliver and administer education, training and re-training that will increase the ability of Aboriginal people to be competitive in the labour market." (Leskiw and Associates, 1996, p.ii). The intent was to develop strong support linkages to Aboriginal organizations and to develop a comprehensive range of support services for the students.

Leskiw and Associates (1996) viewed the Kiskinomawin concept as an opportunity to:

- legitimize what is known about the needs of aboriginal people in terms of the training and employment support required to achieve their goals.
- support and strengthen existing community-based training by providing resource stability, program flexibility, and continued autonomy.
- assess what is missing in terms of services and conduct an inquiry as to how they can be funded and delivered.

- assess the possibility for increasing general public support.
- build in flexibility that may be necessary due to government and/or environmental change.

Kiskinomawin focuses on the twin concepts of collaboration and cooperation among existing and future training resources, while taking advantage of the resources and capabilities available within each organization. The structure of Kiskinomawin allows for flexibility with regard to changes in the external environment and unforeseen circumstances, but maintains a focus on the individual.

The Kiskinomawin project recognizes that, in the past, programs and services for aboriginal people were often confined by rigid program guidelines and standards. Programs were unsuitable, and often participants were made to "fit" into the training program of the month. The Kiskinomawin project attempts to do the opposite - to design programs and services suited to the direct needs of the aboriginal students in their center.

CHAPTER 3 - THE PAHS PROGRAM

3.0 INTRODUCTION

Prior to assuming local control of education in 1977, there existed a limited number of alternatives for schooling in the Peguis community. The federal school on the reserve provided schooling only to grade nine. At the elementary level, students either attended the K-9 federal school on the reserve, or Indian residential schools elsewhere in the province. Students from the reserve school, wanting to continue at the secondary level had the option of attending schools in nearby towns and cities. These students were hosted by off-reserve families during the school year. For many, this was undesirable and many students dropped out of school.

The federal government provided the basic funding and course material for students attending Grades 1-9 on-reserve, but any supplementary material or additional course offerings were not included. Many factors mitigated against students staying in school, and thus, there was a high percentage of dropouts. Consequently, these drop-outs contributed to the growing number of unskilled and unemployed people in the community.

In 1977, Peguis gained local control over education and the school was expanded to include Grades 10-12. Under the system of local control, education funds were distributed to each aboriginal community according to a federal funding formula. The Peguis leaders now had control over the local education system. The Peguis School Board had the flexibility to screen and hire their own teachers, adapt programs to suit their needs, and devise and implement strategies to keep students in school.

Under local control, changes started to occur at Peguis Central School, in that a sharp decline was observed in the student dropout rate. The junior high school student dropout rate decreased from 40% in the spring of 1977 to 5% in the spring of 1980. The senior high school drop out rate had decreased from 60% to 20% for the same period. (Blinkhorn, 1981, p.2).

Historically, under the D.I.A.N.D., employment and training initiatives were virtually non-existent and the adult education programs that were offered on-reserve were sporadic and ineffective. In 1977, the Peguis Band and the Peguis Education Authority conducted a full assessment of the major issues in education. (Peguis Comprehensive Review, 1977). It was determined that a community-based program might be a possible solution for

adult upgrading in the community. As a result, the Peguis Adult High School Program (PAHS) was initiated. However, since the government still maintained some control in education matters, the development and control of the program was jointly held by the Peguis Education Authority and the D.I.A.N.D. (Blinkhorn, 1981 and RRCC; Adult Basic Education Dept. 1981).

3.0.1 Initial Program Development

In 1980, four representatives from Peguis, including the high school principal, the school guidance counsellor, the post-secondary counsellor, and the adult education instructor met with representatives from the Canada Manpower Centre and Red River Community College (RRCC). The purpose of the meeting was to discuss the possibility of a community-based adult education program. Peguis presented a proposal which had an overall objective to upgrade the education level of the adult population. Following this, a series of meetings were held with representatives from each area to assess the feasibility of an on-reserve program.

In October, 1980, a contract was negotiated between Peguis and the province which stated the terms and conditions for the establishment of an

adult education program. It was to be a seven and one half month pilot project in the period 1980-1981, and it was designed to address two specific groups of students. These groups included (1) those students who could not fit into the regular high school program due to age or family situation and (2) those students who had repeatedly dropped out of high school. The long-term goal was to have these students complete the program and continue on with their studies in a post-secondary institution.

The program was advertised locally and over seventy individuals applied. From an assessment of the applications, most people were seen to fit into the first group. The majority of these applicants represented the junior and senior high school dropouts before Peguis acquired local control of education.

3.0.2 Selection Process

The process for selection included an assessment of the application form by the selection committee, which consisted of the Peguis Central School principal, the high school counselor, the Peguis Education Authority counselor, and the adult education instructor. Thirty-one applicants,

including 17 females and 13 males, were chosen for a trial period prior to the start of the actual program. The final selection process was carried out in two stages, with all three parties to the contract participating.

Stage One:

The first stage consisted of a three week probationary period for the thirty-one applicants initially selected. The purpose was to then further select twenty-one students from this initial group for the Peguis Adult High School Program. During the first week, the students were tested to determine the their entry levels in various subject areas. The Triggs Diagnostic Reading Test and the Manpower Placement Tests were administered by Canada Manpower to determine academic levels in reading, mathematics and communications. Upon completion of this particular testing, a placement test for mathematics and communications was administered and marked by RRCC. The purpose of the test was to validate the tests administered by Canada Manpower.

The last two weeks of this stage was designed to include the following activities: a study skills workshop, group counselling sessions, and a

conference on Native Awareness and Traditional Values. The selection committee then determined who, from the 31 students, would be admitted to the program. Twenty-one students were informed of their acceptance and the remaining 10 students not selected were put on a waiting list. All students were from the Peguis community and ranged in age from 19 to 31 years. The students on the waiting list were to be given top priority for admission into the program if, for any reason, any of the twenty-one students initially selected withdrew from the program.

Stage Two:

Upon completion of the probationary period, the contract previously signed between Peguis and the Province of Manitoba came into effect. The terms of the contract stated that RRCC would provide the students of the program with the college's regular curriculum for Adult 10, 11, and 12. The college would also provide the program instructor, conduct the orientation, and provide the on-going support for the duration of the program. The terms further identified that the Peguis School Board would provide the building, support materials and classroom aids. The Board would be also be

responsible for paying the instructor and for submitting attendance reports on a biweekly basis to the Canada Manpower office, and Canada Manpower would be responsible for providing allowances to the students while they attended school. In addition, it was the responsibility of the Board to furnish, clean, and maintain the classroom.

3.1 THE PROGRAM

Since students were expected to choose a career area upon entering the program, the purpose of the PAHS program was to upgrade the skills of the students to the entry-levels required by post-secondary institutions. There were three basic types of offerings within the PAHS program; the Adult 5-10, Adult 11A, and correspondence courses. The Adult 5-10 was the prerequisite to attend community college trade courses and the 11A was the prerequisite for community college secretarial science and business administration courses. The curriculum for the Adult 5-10 and 11A courses was provided by RRCC and the curriculum for the correspondence courses was provided through the Department of Education. The three major subjects available to the students in Adult 5-10 were Mathematics,

Communications, and Physical Science. In Adult 11A, the subjects were divided into two streams - Science and Arts. For this particular level, Peguis selected the Science-based program which included three main subjects; Mathematics, Communications, and Physics.

The Correspondence courses were mainly directed to two types of students: those who had attended high school and had almost completed the required twenty credits; and those who required level three English and Mathematics to attend university. The students taking correspondence courses attended school with the other adult education students, but were enrolled as mature students in the regular high school program.

The teaching emphasized individualized instruction and course content was organized into modules that allowed the students to take only those modules necessary for them to pursue their occupational goals. Group instruction was used only when a common problem arose and could be solved with the whole group. Records of student marks were kept both at the Department of Education and at the Peguis School Board office.

Throughout the program, student progress was monitored and if students

were required to withdraw due to extremely poor attendance, or had to withdraw for personal reasons, they were replaced by students on the wait list.

3.1.1 Support Services

The Peguis Education Authority enhanced the academic portion by providing supplementary services which included: individual and group counselling, self-directed job search, information on career-building, and resume writing. The RRCC and the Canada Manpower office both gave presentations on the use of audio-visual material and taught students how to use the Choices program. At the end of the year the Peguis School Board sponsored a field trip to the RRCC to observe "Career Days", a symposium highlighting various careers.

3.1.2 Program Results

From the original twenty one students chosen for the PAHS program, nine students withdrew during the course of the program and were replaced by students on the wait list. The cut off date for these replacements was January of 1981, because the instructors felt that new students would be unable to

finish the course work if they started too late in the program. The program results for the seven month period in which the program was delivered is outlined in Figure 3.

Figure 3. As shown, the majority of the students completed at least one subject area in their program. The chart shows the original enrollment of 21 students, although one student left the program after the cut-off date and was not replaced.

Program / # Enrolled	# Completed	# Incomplete
Adult 5-10: 19 students originally enrolled.	15 students completed Math; 13 students completed English.	6 students did not complete both Math and English.
Adult 11A: 2 students originally enrolled.	1 student completed Math and Communications and two grade twelve courses.	1 student did not complete either Math or Communications.
Correspondence: No students were originally enrolled.	Two students carried on with Math 200 by Correspondence after completing course work.	One student did not complete the correspondence.

Source: Adapted from Blinkhorn, K., Peguis Adult High School Program, 1981, p. 20-21.

3.1.3 *Follow-up of PAHS Program and Student Advancement*

To allow for student progression, the Peguis Education Authority and the Province of Manitoba signed another contract for the 1981-1982 school year. The terms of the original contract were modified to allow for more local involvement. For example, the Peguis Education Authority hired a half time instructor aide to assist with the program, and the student intake was increased to twenty-four.

When the second year began on September 8, 1981, eleven of the twenty students who participated in the first year, returned to participate in higher levels of the adult education program. These eleven students included the following: two students who re-attempted the course work (one student who failed both the English and the Math in Adult 5-10 and one student who failed the writing skills examination in Adult 5-10); seven students who successfully completed Adult 5-10 and were proceeding to Adult 11A; and two students who were starting correspondence by continuing on with Math 200 and 300. Some of the students were successful during this second year and others were not.

With the non-returning students from the original twenty, three went on to community college, three did not pursue further education, and three were not accepted back into the September, 1981 program. (See Figure 4). Beyond the course of the second year program, no further follow-up or tracking had been conducted.

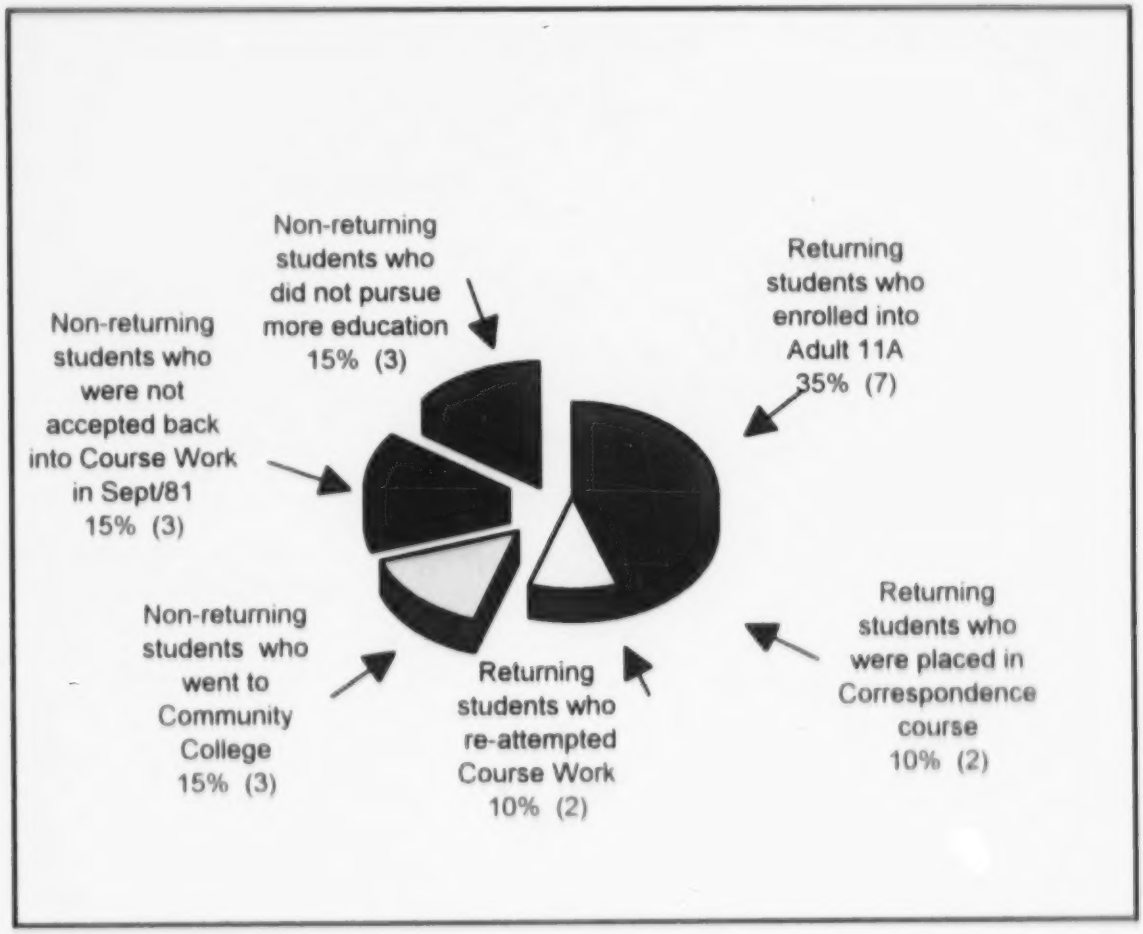
3.2 PROGRAM EVALUATION

3.2.1 Interview Process

As part of the overall PAHS program assessment, a number of students who were registered in the first year of the 1980-1981 program were interviewed. The interview questions focused on the course content, the teaching methods, the program impact, and the program results.

From the twenty-one original students of the program, nine individuals had since left the community and were residing elsewhere, seven were still residing in the Peguis community, and five were deceased. From the seven people who remained in the community, five were willing to participate in the interview following an explanation of the purpose of the study. These

Figure 4. Follow-up results of the PAHS 1980-81 program.


Non-returning students who did not pursue more education 15% (3)
Returning students who enrolled into Adult 11A 35% (7)
Non-returning students who were not accepted back into Course Work in Sept/81 15% (3)
Non-returning students who went to Community College 15% (3)
Returning students who re-attempted Course Work 10% (2)
Returning students who were placed in Correspondence course 10% (2)

Source: Adapted from Blinkhorn, K., Peguis Adult High School Program, p. 22

participants were given the opportunity to meet at their homes or in a neutral setting for the interview. All participants chose to have the interview at home. Interview questions are listed in Appendix C.

The following shows, in descriptive format, a summary of the responses to the questions:

3.2.2 Course Content

Four of the five students thought that taking the Mathematics and English courses would be very relevant to their future studies. However, they believed the content of the courses was only partly relevant to them as aboriginal students, because it lacked native content entirely. Additionally, the students felt that there should have been some connection between the course content and their long term employment needs. Some of the students also thought that, as adults, the instructors could have given them a role in the setting up of rules and regulations.

3.2.3 Teaching Methods

All five participants reported that, during class instruction, the instructors taught the class mainly from the front of the classroom. Students did not like the fact that they were not allowed to move about the classroom freely or work in groups. Two students felt that they may have learned more with one-to-one assistance and hands-on type activities and another felt the questions and examples given were culturally irrelevant. This posed a problem for the students in trying to comprehend material. In addition, the students reported they disliked the fact that the college marked their examinations, considering that it was not the college who taught the course work. Overall, the students liked the instructors and they got along quite well.

3.2.4 Program Impact

Three students recounted that, while they enjoyed the courses, for the most part, the program did not have any long-lasting effects on their lives. Another student reported that he felt it was a "wake-up call" for him, while

another thought the program was a waste of time. Three students either partially or fully completed the program, but did not pursue a career because they lacked interest or they were not prepared to move from the community.

3.2.5 Program Results

Of the five students interviewed, three students declared that they were currently working at labour jobs unlike the career-related program they had chosen prior to the start of the program. Two other students are unemployed and are currently on social assistance.

All of the students implied, at some point during the interviews, that there was a definite lack of communication between themselves and the instructors. They believed that this produced a ripple effect for other problems that occurred within the program. However, as a whole, the students felt that they were quite fortunate to have been given the opportunity to participate in one of the first community-based adult education programs offered at Peguis.

CHAPTER FOUR - FINDINGS, RECOMMENDATIONS & CONCLUSION

4.0 INTRODUCTION

Understanding where we have come from will help us to know where we are going. (Ironside, 1995). Many an institution and organization have gone through the process of trying to understand the past in order that they may plan more effectively for the future. The leaders of the Peguis First Nation realize that part of the strategy in developing a plan or vision for the future is in examining past program events and outcomes.

This historical study was conducted for the purpose of assisting in the process of planning for the future. The following findings in this study were used to develop a model of an internally-controlled employment and training program.

4.1 PROGRAM FINDINGS

4.1.1 Needs Assessment

Prior to the establishment of the PAHS program, a needs assessment

was conducted by Peguis as part of an overall comprehensive review to clarify the need for community-based programs within the community. However, the information contained in this study was not utilized by RRCC in the program development, nor was there any local research conducted by either RRCC or Manpower to determine the needs, interests, and skills of the students. Later, this presented itself as a problem for the students when they were confronted with culturally irrelevant material and an overall educational system similar to the one that had failed them previously.

4.1.2 Common Mission

The contract signed between Peguis and the Province of Manitoba formed the basis for the establishment of a common mission between Peguis, Canada Manpower, and RRCC. Although Peguis had previously presented information from the comprehensive review, it was not considered in the overall program development. From this point, the mission could not be thought of as having a community vision, since there was essentially little community input into the development of this mission. Since Peguis initially embarked on the project, they should have been given the opportunity to

play a lead role in the development of this community-based pilot project.

4.1.3 Program Design

Although Peguis provided counselling sessions and supplementary workshops on study skills and native awareness before the start of the program, the program was designed primarily by RRCC. Study skills courses and native content were not included in the program, even though students would have benefited from courses that had some cultural relevancy.

Limitations were placed on the type of student applying to the program since the program was open to just two specific groups of students. There was, however, some flexibility in the program and an element of choice whereby, the student could take either the Adult 5-10, Adult 11A, or the correspondence courses.

The initial agreement between the D.I.A.N.D. and Peguis to develop a community-based adult education program paved the way for other programs to be developed within the community. It also afforded Peguis the opportunity to develop a working relationship with other outside training institutions.

4.1.4 Resources and Materials

Once the program got underway, Peguis, Canada Manpower, and RRCC each fulfilled a role in the development of this community-based program. RRCC delivered the core program and provided the academic materials that accompanied the program, while Canada Manpower and Peguis provided the funding for the program. In addition, Peguis provided support materials and classroom aids for their workshops and for all course work completed by RRCC.

4.1.5 Implementation, Evaluation, and Maintenance

As part of the implementation process in the first stage of the program, students were given a number of placement tests by Canada Manpower. When these were completed, they were followed up with more placement tests by RRCC. The purpose of the additional tests was to validate the Canada Manpower tests. As a result, the students were overwhelmed by testing even before the program began.

In addition, the program required the students to choose a career goal in

order that they might work on an individualized program geared to their specific goal. However, studying independently with minimum group or one-to-one assistance was difficult for this particular group of students for whom the program was designed. With regard to the in-class assessment procedures, the students were evaluated throughout the course by the instructors, and RRCC set and marked the final examinations for the courses that had this requirement.

There is no record of a follow-up with those students who dropped out or left the program, although there was a brief follow-up with those students who continued on with their studies beyond the initial program.

4.2 RECOMMENDATIONS - COMMUNITY LEVEL

4.2.1 Toward an Employment & Training Model

An effective system for developing an employment and training program does not happen in isolation. Following an assessment of past and current events, an overall plan for program development must be clearly identified. Apart from identifying goals and objectives, procedural guidelines that include the roles and responsibilities of the stakeholders are essential for

successful initiation and on-going development. Three major factors that are critical in the growth and development of effective programming are time, funds, and stakeholder commitment.

It is the intent here to develop a model, with recommendations, for a more effective means of designing, delivering, and controlling employment and training programs within the community of Peguis. This model can then be adapted to suit the needs in other aboriginal communities.

4.2.2 Phase One - Collecting Data

The PAHS program is a prime example of an attempt that was made by the provincial government to share responsibility for developing and controlling a community-based program for aboriginal people. However, this program was based on the "felt need" of those in charge of the program, and not on the "real needs" of the students and the rest of the community.

A plan of action should be designed to provide direction for a community-based operational framework with a bottom-up approach. It would aim specifically at employment and training, but would have a positive impact on

certain aspects of economic development and the social and cultural growth of the community. For example, the Brandon University Northern Teacher Education Program (BUNTEP) is a community-based program that provides aboriginal students with the opportunity to acquire an education within their communities. Once participants complete the program, they are able to teach in their communities, and ultimately, contribute to the local aboriginal human resource development. At Peguis, for instance, over 60% of the teachers are aboriginal, and 55% of these attended BUNTEP.

Generally, the following steps would serve to strengthen and expand the range of employment and training services and better cater to the direct needs, interests and skills of the Peguis community.

Procedural Steps:

1. Conduct a full review of the community.

The first step includes researching all events surrounding employment and training to find out what has been accomplished in the past and what is currently being achieved. The review would also provide a catalogue of what has been delivered.

2. Conduct a Human Resource Needs Assessment.

A needs assessment would provide information as to the interests and needs of the community membership. Three specific surveys should be conducted with the following:

(a) The on-reserve members.

A community resident profile would be completed by all participating members of the Peguis First Nation community. A survey would be utilized to create the profile which would include information on education, employment, experience, skills, and training. Special attention should be given to the participants' interests and needs.

(b) Students in Grades nine to twelve.

This classroom survey would gather information on the students' current areas of interests, skills, and abilities, and if applicable, would identify career goals or other plans for the future.

(c) All private and band operated businesses and all business and service organizations in the community.

This survey would seek to identify information such as: current staffing (number and positions held), types of previous training and its relevance, planned organizational expansion, goals for growth and development in terms of specific employment demands, and areas of required training.

4.2.3 Phase Two - Compiling Data & Reporting

Once phase one is completed, the important task of deciphering and communicating the information to the relevant stakeholders should begin. The following steps would assist in information dissemination:

Procedural Steps:

1. Collate the Information.

Organizational charts would be drawn up to profile what actually exists in the community. A conceptual map could be drawn to reveal particular employment-related conditions in Peguis. Using a software program such as *Survey Pro 200*, a complete database of occupational skills, educational levels and training needs can be developed. This computerized approach will allow for updated information to be easily added to when necessary.

In addition, it will focus on the use of graphs and charts from which statistical information can be derived for easy presentation.

2. Communicate the Information.

In order to plan effectively, the Chief and Council, the Peguis Development Corporation, and the Local Management Board for employment and training, would require information to determine what programs are needed in the community. Additionally, the Chief and Council may use the information to address priority issues within the community and present statistical information in their negotiations with government for program funding.

4.2.4 Phase Three - Planning & Development

With all relevant data reported and documented, the process for planning and development could begin. The planning for employment and training programs would take place in the newly created local Human Resource Department (HRD), which would act as a service agency in providing services to all band members. The following steps would assist the local

HRD to promote a training culture within organizations and businesses, and which would also promote better use of locally trained workers.

Procedural Steps:

1. Create a community vision and make decisions.

The process of building a vision and establishing an operational framework for employment and training would be performed by all the relevant stakeholders. The vision would be based on information taken from the community surveys, local business and organizational needs, and the goals of the community leaders. Once the community vision is established, decisions concerning program activities could be made. This task would include setting goals, objectives, and timelines, and if possible, establishing methods on how to achieve the goals. These activities would provide the program administrators with a solid foundation for further planning and development.

2. Explore local human and physical resources.

The program planners would benefit by taking an inventory of all human

and physical resources within all service organizations. This would help to identify viable partnership relationships with individuals or groups in the community. Committed, energetic people are required to assist in the development and growth of on-going employment and training programs. This step would identify the materials, supplies, equipment, and funds that can be contributed to program development. This whole process would include conducting a labour market analysis in the community and surrounding areas to assess the local employment opportunities.

3. Develop a Framework of Operations.

The framework of operations is essential for long-term planning and achievement of program goals. The framework should reflect goals and objectives and it should establish roles and responsibilities of those directly involved in the program. It should take into consideration all of the program steps that could be done individually and those that can be done as part of a partnership relationship. Finally, the framework should clearly define the standards of operation, program description, and the procedural guidelines.

4. Design the program.

The general design of a training model should be flexible enough to change with each program, since not all employment and training programs will be the same in duration or content. Depending on the purpose or need, any community-based program should include a variety of integrated programs such as family education, educational offerings for people of all ages, and planned recreational programs. The design of the program could include involvement of part-time, as well as full-time instructors, teachers, and facilitators. Priority for program development should be based on criteria set for order of importance.

4.2.5 Phase Four - Implementation, Evaluation, and Follow-up.

The *process* for implementing and evaluating a program is critically important in determining a program's effectiveness. As stated in the following procedural steps, a preliminary step in the implementation of a program should be to evaluate the students' academic readiness for the program.

1. Test for Placement.

An important step prior to starting a program would be to test the students to determine their academic levels in various subject areas such as mathematics, science, reading, writing, and comprehension. Depending on the purpose and intent of the program, the Canadian Adult Achievement Test could be utilized as a placement test. Much of the programming would cater to the interests and needs of the people in the community and should reflect the learning styles and background of the students. Content would vary according to the program. However, it should include material that is relevant and reflective of the people, the environment and the conditions in the community.

In her article, The Effect of Cultural Bias, Margaret Dennett (1995) states that we need to "devise ways for the educational system to respond to the changing ethnic and cultural character of the regions." (p.29). Many aboriginal communities are plagued with drug and alcohol problems. Consideration must be given to this without lowering expectations and academic standards. For example, counselling would be beneficial for abuse problems, while life skill courses would benefit those adult learners

who may have trouble adjusting to the academic environment.

To enhance the socio-economic environment of the community, the goal of such programs and any other band initiated programs should be to establish a direct relationship between training and sustainable employment. For instance, a program for the training of workers for a cabinet-making shop at Peguis was recently established to coincide with the production and installation of cabinets for the new school project. However, employment did not end there. An assessment of local demand and supply showed that cabinets could also be produced for the new houses, the daycare center, and other new buildings currently being constructed within the community, as well as for the outside market. To coordinate employment and training between existing organizations, a match could be made between the current and future training needs of these organizations and the local training programs. This would develop and enhance long term employment in the organizations and businesses in the community.

2. Evaluate consistently.

The procedures for evaluating *students* and the *program* are two very important steps. Student evaluations should be reflective of the students' method of learning, the course content, and the social conditions impacting on the student. In addition, it should be responsive to the different forms of student interpretation.

Systematic program evaluations or reviews should be conducted by the supervisor or instructor within the course of the program to ensure ongoing effectiveness within the program.

The final report should be reflective of all aspects of the program. It should consider details on the students' current and future potential in all academic areas, including their potential for worker mobility and credential portability. The final report should contain recommendations for future growth and program development and if possible, methods for implementation. Nevertheless, it is critical to follow through on the recommendations to provide a continuum of support services and resources.

4.3 RECOMMENDATIONS - REGIONAL LEVEL

The research indicates that earlier governments strongly displayed their power of authority concerning policy development in education and training for the aboriginal peoples of Canada. Research also shows that this is attributed to the paternalistic attitudes of former government leaders and politicians in the development and implementation of policy.

It is further shown that changes in the relationship between government and aboriginal leaders have prompted a number of positive approaches to the decision-making base that affect control of funding and program delivery. The gradual transfer of particular jurisdictions from the federal government to aboriginal organizations is making it possible for aboriginal people to have more flexibility in their approaches to education, employment and training, and social development. The transfer of jurisdiction allows aboriginal people to have more control at the local level to administer and deliver the programs that suit their particular needs. This is very beneficial. However, input into aboriginal policy development by the leaders in aboriginal organizations is still limited.

The following factors would allow for more direct involvement by aboriginal people in the development of aboriginal policy at the grassroots level:

1. **Involve Aboriginal Leaders.** This practice will allow for aboriginal Councils to have direct, round-table involvement in their regions when dealing with policy development for aboriginal people.

2. **Lobby the Government.** Lobby for measures at the regional and national levels to increase the number of Aboriginal employment and training service agencies so that more aboriginal people can be trained and employed in the labour force of their community.

3. **Make Public Investment.** Taking the initiative to develop employment and training programs at the local level will improve funding prospects at the regional level. Currently, funding organizations such as Human Resources Development Canada (HRDC) seek creativity in program development. They may examine what type of project a community seeks

to complete and what other sources of funding can be accessed to cost share the project. Community organizations that share resources and finances can produce all kinds of creative projects for people within their community and increase their chances for funding for other projects.

4. **Employment Equity.** Aboriginal communities need to publicly invest in their youth by getting them involved in employment and training programs geared towards occupations in which there is a shortage of trained aboriginal people. These areas include economics, medicine, law, forestry, and wildlife. For example, community planners are needed to manage economies and rebuild institutions, and communities cannot do this without trained people.

4.4 CONCLUSION

The employment problem for aboriginal people is immense. More than 80,000 jobs are required right now just to raise the aboriginal peoples' employment rate to the overall Canadian rate. (Royal Commission - Highlights, 1996, p. 43). An additional 225,000 jobs will have to be found

in the next 20 years to adequately employ the aboriginal population in Canada. Aboriginal communities must begin to work at the local levels to counteract these projections or the aboriginal communities will be faced with the devastating consequences of even higher unemployment. Without the necessary action by both the government and aboriginal people, these projections for the future will obviously worsen. Program development should be flexible enough to change, if necessary, but it should result in improved training programs, improved program results, improved levels of employment, and ultimately, an improved life for those who seek it.

The aboriginal people of Canada remain one of the untapped human resources of this country. Aboriginal communities must take the initiative to tackle the issues of dependency on government, and instead create strong, independent communities. Through programs for developing aboriginal human resources, one by one, aboriginal communities can change the depressing outlook for aboriginal people. If this can be accomplished, the aboriginal nation will contribute not only to the wealth of their communities, but also to the wealth of the entire country.

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